OPEN MEETING



ORIGINAL

MEMORANDUM

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Arizona Corporation Commission MAR 2 9 2016 P 2: 26

TO:

THE COMMISSION

DOCKETED

MAR 2 9 2016

AZ ECRP COMMISSION

FROM:

Utilities Division

BOCKET CONTROL

DATE:

March 29, 2016

DOCKETED BY

RE:

IN THE MATTER OF THE NOTICE OF INTENT OF SOUTHWEST GAS CORPORATION TO IMPLEMENT A PLAN OF REORGANIZATION THAT WILL RESULT IN A HOLDING COMPANY STRUCTURE (DOCKET NO. G-

01551A-15-0351)

On October 13, 2015, Southwest Gas Corporation ("Southwest Gas" or "Company") filed a notice of intent to implement a plan of reorganization that will result in a holding company structure.

Southwest Gas has requested that the Commission grant the Company authority to implement its plan to reorganize into a holding company structure and the transactions needed to do so, and grant the Company a waiver from Arizona Administrative Code ("A.A.C.") R14-2-804(B) and (C).

The rules applicable to this reorganization are A.A.C. R14-2-803, R14-2-804, and R14-2-805. Staff analysis of the notice of intent was conducted on the basis of the criteria contained in these rules.

OVERVIEW OF RESTRUCTURING

Southwest Gas has sought approval for its restructuring plan with the Commission, as well as other regulatory authorities including the California Public Utilities Commission ("CPUC") and the Public Utilities Commission of Nevada, and requested a Private Letter Ruling from the federal Internal Revenue Service ("IRS"). CPUC approved Southwest's application in Decision 16-01-037 on January 28, 2016. The IRS issued its Private Letter Ruling on December 10, 2015. Southwest Gas' application is pending before the Nevada Commission.

The proposed reorganization would be accomplished through a reverse triangular merger. Reverse triangular mergers are common for utilities because they permit reorganization without changing the utility's internal corporate structure, operations, or assets. To complete the plan, three new corporations would be created, including a publicly traded holding company ("HoldCo"), an intermediate holding company ("Intermediate HoldCo") and a Merger Subsidiary. The proposed restructuring will occur in several steps, which are outlined below. (The names listed are for illustrative purposes only, and each will be California entities.)

- Southwest Gas will form HoldCo. 1)
- 2) HoldCo will form Merger Subsidiary.

- 3) Merger Subsidiary will merge with Southwest Gas, with Southwest Gas as the surviving legal entity and Merger Subsidiary ceasing to exist. In this merger, Southwest Gas shareholders will exchange their Southwest Gas shares for HoldCo shares. HoldCo will then own all of the outstanding shares of Southwest Gas.
- 4) HoldCo will then contribute Southwest Gas' common stock to Intermediate HoldCo, which will be the holding company for HoldCo's regulated entities.

ORGANIZATION OF PUBLIC UTILITY HOLDING COMPANIES

R14-2-803 pertains to the organization of holding companies for public utilities. It requires that any utility or affiliate intending to organize a public utility holding company notify the Commission's Utilities Division in writing at least 120 days prior thereto, and includes eleven requirements that the requesting utility must satisfy in its notice of intent. The application was evaluated against these eleven requirements, and a discussion of each is itemized below.

1) The names and business addresses of the proposed officers and directors of the holding company.

Exhibit C of the application includes a list of the officers and directors of "HoldCo" and "IntermediateHoldCo," and paragraph 24 states the business address of each person.

2) The business purposes for establishing or reorganizing the holding company.

Southwest Gas states that the holding company structure will result in further separation between Southwest Gas' utility functions and its non-regulated construction services affiliates. The Company further states that the new corporate structure will give Southwest Gas additional flexibility in financing as it allows both the utility and the holding company to access capital markets, while also separating the utility side of the business from financial arrangements between the holding company and non-regulated affiliates.

3) The proposed method of financing the holding company and the resultant capital structure.

The application states on page 6, line 22, "no incremental financing will be required to implement Southwest Gas' Plan, and the resultant consolidation holding company capital structure will be the same as the Company's existing consolidated capital structure."

Current Southwest Gas shareholders will become shareholders of the common stock of "HoldCo," which will initially be 100 percent funded with equity. The debt of the regulated operations will remain with Southwest Gas and the debt of the non-regulated operations will remain with the construction services entities. On a going-forward basis, it is expected that "HoldCo" will consider different sources of capital including common stock, preferred equity and debt.

4) The resultant effect on the capital structure of the public utility.

There will be no significant effect on the consolidated capital structure of Southwest Gas. The pro forma capital structure for Southwest Gas is comprised of 52.6 percent equity and 47.4 percent long-term debt.

5) An organizational chart of the holding company that identifies all affiliates and their relationships within the holding company.

Exhibit A of the application includes organizational charts that detail both the existing and proposed corporate structures. These charts include all of Southwest Gas' affiliates.

6) The proposed method for allocating federal and state income taxes to the subsidiaries of the holding company.

Federal and state income taxes will be calculated on a stand-alone basis for individual entity financial statement and regulatory purposes.

7) The anticipated changes in the utility's cost of service and cost of capital attributable to the reorganization.

Southwest Gas does not anticipate that its plan will result in any material change in the utility's cost of service, its ability to access the capital markets, or the cost to obtain financing.

8) A description of diversification plans of affiliates of the holding company.

Southwest Gas provided detailed descriptions and diagrams of both its current and proposed corporate structure that include all of its affiliates. The Company also files an annual report on diversification plans as required by R14-2-805. Staff has reviewed current and previous filings made by Southwest Gas under this rule, and has confirmed with the Company that the principal business purposes of each affiliate would not be impacted by the reorganization plan.

9) Copies of all relevant documents and filings with the United States Securities and Exchange Commission ("SEC") and other federal or state agencies.

Southwest Gas will furnish a Form 8-K to the SEC regarding the contemplated holding company structure. Applications were also filed with the CPUC and the Public Utilities Commission of Nevada with the instant notice. Southwest has provided the relevant documentation to Staff.

10) The contemplated annual and cumulative investment in each affiliate for the next five years, in dollars and as a percentage of projected net utility plant, and an explanation of the reasons supporting the level of investment and the reasons this level will not increase the risks of investment in the public utility.

In its application, Southwest Gas states that under the proposed holding company structure, the equity investment in Southwest Gas, measured as percent of net utility plant, would be 41

percent, and the equity investment in the unregulated construction services company would be 4.5 percent of net utility plant, as of June 30, 2015. Southwest Gas does not anticipate that any new external funds issued by HoldCo over the next five-year period will be invested in the unregulated intermediate construction services company, as the construction services companies would be self-financing.

It further states that the equity investment in the unregulated construction services companies will change based on its change in retained earnings (net income less dividends to HoldCo) and the level of equity investment is expected to remain in the range of 4.5 to 5.5 percent as a percent of net utility plant over the next five-year period. It is anticipated that HoldCo will continue to issue new equity on a periodic basis to support the capital structure of Southwest Gas as it continues to invest in utility plant, with the level of equity investment expected to remain in the range of 39 to 43 percent as a percent of net utility plant over the next five-year period. Given that the relative level of investment in the utility and non-utility businesses is not anticipated to materially change, the level of investment risk should not materially change.

As stated above, the rule requires providing this information both in dollars and as a percentage of projected net utility plant. Southwest Gas has provided Staff with responses to this question in dollar amounts. That information was not included here pursuant to the protective agreement in this docket.

An explanation of the manner in which the utility can assure that adequate capital will be available for the construction of necessary new utility plant and for improvements in existing utility plant at no greater cost than if the utility or its affiliate did not organize or reorganize a public utility holding company.

Southwest Gas does not anticipate that any new external funds issued by HoldCo over the next five-year period will be invested in the regulated intermediate construction services company, as the construction services companies would be self-financing.

Southwest Gas expects no material impact to its ability to access the capital markets and obtain funding at reasonable costs to finance its investment in utility plant due to reorganizing into a holding company.

AFFILIATED INTEREST RULES

 $A.A.C.\ R14-2-804(B)$ provides that a utility will not consummate the following transactions without prior approval by the Commission:

- 1. Obtain a financial interest in any affiliate not regulated by the Commission, or guarantee, or assume the liabilities of such affiliate;
- 2. Lend to any affiliate not regulated by the Commission, with the exception of short-term loans for a period less than 12 months in an amount less than \$100,000; or
- 3. Use utility funds to form a subsidiary or divest itself of any established subsidiary.

R14-2-804(C) states that the Commission will review the transactions set forth in subsection 804(B) to determine if the transactions would impair the financial status of the public utility, otherwise prevent it from attracting capital at fair and reasonable terms, or impair the ability of the public utility to provide safe, reasonable and adequate service.

The restructuring plan that Southwest Gas has proposed involves the creation of new entities that will initially be subsidiaries. It also will result in Southwest Gas divesting its interest in non-regulated construction services affiliates, which will then be distributed to the new holding company. Southwest Gas has requested a waiver from 804(B) and (C) because it believes seeking preapproval of these steps would be redundant, as a request for preapproval of these steps is implicit in the notice of intent.

Staff agrees that such requests for preapproval would be redundant. The notice of intent application encapsulates the entirety of the reorganization transaction, and therefore additional requests for preapproval as specified by 804(B) and (C) are unnecessary.

A.A.C. R14-2-805 requires public utilities to submit annual reports detailing diversification plans and activities. As discussed above, Southwest has submitted such plans for both the current year and in previous years. In its application, it states that it will continue to do so under the proposed holding company structure.

CONCLUSIONS AND RECOMMENDATIONS

Staff recommends that the Commission grant Southwest Gas the authority to implement its plan to reorganize into a holding company structure, including all the transactions needed to do so, and further recommends granting the Company a waiver from R14-2-804(B) and (C).

Southwest Gas has met the requirements of R14-2-803. The Company's notice of intent satisfies each of the eleven requirements specified by the rule. The holding company structure will both increase the separation between Southwest Gas' regulated and non-regulated entities and provide Southwest Gas with greater flexibility in financing, which are both legitimate business purposes. The additional separation the holding company structure provides will also help to insulate the regulated portions of Southwest's business from liability, which is in the ratepayer's interest. The reorganization will not have any effect on Southwest Gas' operations, and the costs of restructuring will be funded by shareholders, not ratepayers.

Staff recommends that Southwest Gas be granted a waiver for R14-2-804(B) and (C). Requesting preapproval for the individual steps needed to implement the plan would be redundant. Further, the Southwest has already satisfied the required criteria under 804(C) in that the plan would not impair the financial status of the utility, prevent it from attracting capital, or impair its ability to provide safe, reasonable, and adequate service.

Finally, the Company has fulfilled the requirements of R14-2-805 this year and in previous years. The Company reports that it will continue to comply with the rule under the proposed holding company structure.

Thomas M. Broderick

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Director

Utilities Division

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ORIGINATOR: Eric A. Hill

BEFORE THE ARIZONA CORPORATION COMMISSION 1 **DOUG LITTLE** 2 Chairman **BOB STUMP** 3 Commissioner **BOB BURNS** 4 Commissioner TOM FORESE 5 Commissioner ANDY TOBIN 6 Commissioner 7 IN THE MATTER OF THE NOTICE OF DOCKET NO. G-01551A-15-0351 8 INTENT OF SOUTHWEST GAS DECISION NO. 9 CORPORATION TO IMPLEMENT A PLAN OF REORGANIZATION THAT WILL **ORDER** 10 RESULT IN A HOLDING COMPANY STRUCTURE 11 12 Open Meeting 13 April 12 and 13, 2016 Phoenix, Arizona 14 BY THE COMMISSION: 15 **FINDINGS OF FACT** 16 Southwest Gas Corporation ("Southwest" or "Company") is engaged in providing 1. 17 natural gas service within portions of Arizona, pursuant to authority granted by the Arizona 18 Corporation Commission. 19 On October 13, 2015, Southwest Gas Corporation ("Southwest Gas" or "Company") 20 filed a notice of intent to implement a plan of reorganization that will result in a holding company 21 22 structure. Southwest Gas has requested that the Commission grant the Company authority to 3. 23 implement its plan to reorganize into a holding company structure and the transactions needed to do 24 so, and grant the Company a waiver from Arizona Administrative Code ("A.A.C.") R14-2-804(B) and 25 (C).26 27

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The rules applicable to this reorganization are A.A.C. R14-2-803, R14-2-804, and R14-4. 2-805. Staff analysis of the notice of intent was conducted on the basis of the criteria contained in these rules.

- Southwest Gas has sought approval for its restructuring plan with the Commission, as 5. well as other regulatory authorities including the California Public Utilities Commission ("CPUC") and the Public Utilities Commission of Nevada, and requested a Private Letter Ruling from the federal Internal Revenue Service ("IRS"). CPUC approved Southwest's application in Decision 16-01-037 on January 28, 2016. The IRS issued its Private Letter Ruling on December 10, 2015. Southwest Gas' application is pending before the Nevada Commission.
- The proposed reorganization would be accomplished through a reverse triangular merger. Reverse triangular mergers are common for utilities because they permit reorganization without changing the utility's internal corporate structure, operations, or assets. To complete the plan, three new corporations would be created, including a publicly traded holding company ("HoldCo"), an intermediate holding company ("Intermediate HoldCo") and a Merger Subsidiary. The proposed restructuring will occur in several steps, which are outlined below. (The names listed are for illustrative purposes only, and each will be California entities.)
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 - HoldCo will form Merger Subsidiary. 2)
 - Merger Subsidiary will merge with Southwest Gas, with Southwest Gas as the 3) surviving legal entity and Merger Subsidiary ceasing to exist. In this merger, Southwest Gas shareholders will exchange their Southwest Gas shares for HoldCo shares. HoldCo will then own all of the outstanding shares of Southwest Gas.
 - HoldCo will then contribute Southwest Gas' common stock to Intermediate HoldCo, 4) which will be the holding company for HoldCo's regulated entities.

Organization of Public Utility Holding Companies

R14-2-803 pertains to the organization of holding companies for public utilities. It 7. requires that any utility or affiliate intending to organize a public utility holding company notify the Commission's Utilities Division in writing at least 120 days prior thereto, and includes eleven requirements that the requesting utility must satisfy in its notice of intent. The application was evaluated against these eleven requirements, and a discussion of each is itemized below.

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- 8. 1) The names and business addresses of the proposed officers and directors of the holding company.
- 9. Exhibit C of the application includes a list of the officers and directors of "HoldCo" and "IntermediateHoldCo," and paragraph 24 states the business address of each person.
 - 10. 2) The business purposes for establishing or reorganizing the holding company.
- 11. Southwest Gas states that the holding company structure will result in further separation between Southwest Gas' utility functions and its non-regulated construction services affiliates. The Company further states that the new corporate structure will give Southwest Gas additional flexibility in financing as it allows both the utility and the holding company to access capital markets, while also separating the utility side of the business from financial arrangements between the holding company and non-regulated affiliates.
 - 12. 3) The proposed method of financing the holding company and the resultant capital structure.
- 13. The application states on page 6, line 22, "no incremental financing will be required to implement Southwest Gas' Plan, and the resultant consolidation holding company capital structure will be the same as the Company's existing consolidated capital structure."
- 14. Current Southwest Gas shareholders will become shareholders of the common stock of "HoldCo," which will initially be 100 percent funded with equity. The debt of the regulated operations will remain with Southwest Gas and the debt of the non-regulated operations will remain with the construction services entities. On a going-forward basis, it is expected that "HoldCo" will consider different sources of capital including common stock, preferred equity and debt.
 - 15. 4) The resultant effect on the capital structure of the public utility.
- 16. There will be no significant effect on the consolidated capital structure of Southwest Gas. The pro forma capital structure for Southwest Gas is comprised of 52.6 percent equity and 47.4 percent long-term debt.
- 17. 5) An organizational chart of the holding company that identifies all affiliates and their relationships within the holding company.
- 18. Exhibit A of the application includes organizational charts that detail both the existing and proposed corporate structures. These charts include all of Southwest Gas' affiliates.

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- 19. 6) The proposed method for allocating federal and state income taxes to the subsidiaries of the holding company.
- 20. Federal and state income taxes will be calculated on a stand-alone basis for individual entity financial statement and regulatory purposes.
- 21. 7) The anticipated changes in the utility's cost of service and cost of capital attributable to the reorganization.
- 22. Southwest Gas does not anticipate that its plan will result in any material change in the utility's cost of service, its ability to access the capital markets, or the cost to obtain financing.
 - 23. 8) A description of diversification plans of affiliates of the holding company.
- 24. Southwest Gas provided detailed descriptions and diagrams of both its current and proposed corporate structure that include all of its affiliates. The Company also files an annual report on diversification plans as required by R14-2-805. Staff has reviewed current and previous filings made by Southwest Gas under this rule, and has confirmed with the Company that the principal business purposes of each affiliate would not be impacted by the reorganization plan.
- 25. 9) Copies of all relevant documents and filings with the United States Securities and Exchange Commission ("SEC") and other federal or state agencies.
- 26. Southwest Gas will furnish a Form 8-K to the SEC regarding the contemplated holding company structure. Applications were also filed with the CPUC and the Public Utilities Commission of Nevada with the instant notice. Southwest has provided the relevant documentation to Staff.
- 27. 10) The contemplated annual and cumulative investment in each affiliate for the next five years, in dollars and as a percentage of projected net utility plant, and an explanation of the reasons supporting the level of investment and the reasons this level will not increase the risks of investment in the public utility.
- 28. In its application, Southwest Gas states that under the proposed holding company structure, the equity investment in Southwest Gas, measured as percent of net utility plant, would be 41 percent, and the equity investment in the unregulated construction services company would be 4.5 percent of net utility plant, as of June 30, 2015. Southwest Gas does not anticipate that any new external funds issued by HoldCo over the next five-year period will be invested in the unregulated

intermediate construction services company, as the construction services companies would be self-financing.

- 29. It further states that the equity investment in the unregulated construction services companies will change based on its change in retained earnings (net income less dividends to HoldCo) and the level of equity investment is expected to remain in the range of 4.5 to 5.5 percent as a percent of net utility plant over the next five-year period. It is anticipated that HoldCo will continue to issue new equity on a periodic basis to support the capital structure of Southwest Gas as it continues to invest in utility plant, with the level of equity investment expected to remain in the range of 39 to 43 percent as a percent of net utility plant over the next five-year period. Given that the relative level of investment in the utility and non-utility businesses is not anticipated to materially change, the level of investment risk should not materially change.
- 30. As stated above, the rule requires providing this information both in dollars and as a percentage of projected net utility plant. Southwest Gas has provided Staff with responses to this question in dollar amounts. That information was not included here pursuant to the protective agreement in this docket.
- 31. 11) An explanation of the manner in which the utility can assure that adequate capital will be available for the construction of necessary new utility plant and for improvements in existing utility plant at no greater cost than if the utility or its affiliate did not organize or reorganize a public utility holding company.
- 32. Southwest Gas does not anticipate that any new external funds issued by HoldCo over the next five-year period will be invested in the regulated intermediate construction services company, as the construction services companies would be self-financing.
- 33. Southwest Gas expects no material impact to its ability to access the capital markets and obtain funding at reasonable costs to finance its investment in utility plant due to reorganizing into a holding company.

Affiliated Interest Rules

34. A.A.C. R14-2-804(B) provides that a utility will not consummate the following transactions without prior approval by the Commission:

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- 1. Obtain a financial interest in any affiliate not regulated by the Commission, or guarantee, or assume the liabilities of such affiliate;
- 2. Lend to any affiliate not regulated by the Commission, with the exception of short-term loans for a period less than 12 months in an amount less than \$100,000; or
- 3. Use utility funds to form a subsidiary or divest itself of any established subsidiary.
- 35. R14-2-804(C) states that the Commission will review the transactions set forth in subsection 804(B) to determine if the transactions would impair the financial status of the public utility, otherwise prevent it from attracting capital at fair and reasonable terms, or impair the ability of the public utility to provide safe, reasonable and adequate service.
- 36. The restructuring plan that Southwest Gas has proposed involves the creation of new entities that will initially be subsidiaries. It also will result in Southwest Gas divesting its interest in non-regulated construction services affiliates, which will then be distributed to the new holding company. Southwest Gas has requested a waiver from 804(B) and (C) because it believes seeking preapproval of these steps would be redundant, as a request for preapproval of these steps is implicit in the notice of intent.
- 37. Staff agrees that such requests for preapproval would be redundant. The notice of intent application encapsulates the entirety of the reorganization transaction, and therefore additional requests for preapproval as specified by 804(B) and (C) are unnecessary.
- 38. A.A.C. R14-2-805 requires public utilities to submit annual reports detailing diversification plans and activities. As discussed above, Southwest has submitted such plans for both the current year and in previous years. In its application, it states that it will continue to do so under the proposed holding company structure.

Conclusions and Recommendations

- 39. Staff recommends that the Commission grant Southwest Gas the authority to implement its plan to reorganize into a holding company structure, including all the transactions needed to do so, and further recommends granting the Company a waiver from R14-2-804(B) and (C).
- 40. Southwest Gas has met the requirements of R14-2-803. The Company's notice of intent satisfies each of the eleven requirements specified by the rule. The holding company structure will both increase the separation between Southwest Gas' regulated and non-regulated entities and

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provide Southwest Gas with greater flexibility in financing, which are both legitimate business purposes. The additional separation the holding company structure provides will also help to insulate the regulated portions of Southwest's business from liability, which is in the ratepayer's interest. The reorganization will not have any effect on Southwest Gas' operations, and the costs of restructuring will be funded by shareholders, not ratepayers.

- 41. Staff has recommended that Southwest Gas be granted a waiver for R14-2-804(B) and (C). Requesting preapproval for the individual steps needed to implement the plan would be redundant. Further, the Southwest has already satisfied the required criteria under 804(C) in that the plan would not impair the financial status of the utility, prevent it from attracting capital, or impair its ability to provide safe, reasonable, and adequate service.
- 42. Finally, the Company has fulfilled the requirements of R14-2-805 this year and in previous years. The Company reports that it will continue to comply with the rule under the proposed holding company structure.

CONCLUSIONS OF LAW

- 1. Southwest Gas Corporation is an Arizona public service corporation within the meaning of Article XV, Section 2, of the Arizona Constitution.
- 2. The Commission has jurisdiction over Southwest Gas Corporation and over the subject matter of the application.
- 3. The Commission, having reviewed the filing and Staff's Memorandum dated March 29, 2016, concludes that it is in the public interest to grant Southwest Gas the authority to implement its plan to reorganize into a holding company structure, including all the transactions needed to do so, and further grants the Company a waiver from R14-2-804(B) and(C).

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ORDER 1 IT IS THEREFORE ORDERED that Southwest Gas Corporation's proposed plan of 2 reorganization that will result in a holding company structure, including all transactions needed to do 3 so, is approved. 4 IT IS FURTHER ORDERED that Southwest Gas Corporation is granted a waiver from 5 A.A.C R14-2-804(B) and (C) for the purposes of implementing its plan of reorganization. 6 IT IS FURTHER ORDERED that this Decision shall become effective immediately. 7 8 BY THE ORDER OF THE ARIZONA CORPORATION COMMISSION 9 10 11 COMMISSIONER **CHAIRMAN** 12 13 14 COMMISSIONER COMMISSIONER COMMISSIONER 15 IN WITNESS WHEREOF, I, JODI JERICH, Executive 16 Director of the Arizona Corporation Commission, have hereunto, set my hand and caused the official seal of this 17 Commission to be affixed at the Capitol, in the City of Phoenix, this ______, 2016. 18 19 20 JODI JERICH 21 EXECUTIVE DIRECTOR 22 DISSENT: 23 24 DISSENT: 25 TMB:EAH:red/RRM 26 27 28

Decision No. _

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1	SERVICE LIST FOR: SOUTHWEST GAS CORPORATION DOCKET NO. G-01551A-15-0351	
2	DOCKET NO. G-0135111-13-0351	
3	Mr. Matthew Derr	
4	Southwest Gas Corporation 1600 Northern Avenue	
5	Phoenix Arizona 85020	
6	Mr. Thomas M. Broderick Director, Utilities Division	
7	Arizona Corporation Commission	
8	1200 West Washington Street Phoenix, Arizona 85007	
9	Ms. Janice M. Alward	
10	Chief Counsel, Legal Division Arizona Corporation Commission	
11	1200 West Washington Street Phoenix, Arizona 85007	
12	Mr. Dwight Nodes	
13	Chief Administrative Law Judge, Hearing Division	
14	Arizona Corporation Commission 1200 West Washington Street	
15	Phoenix, AZ 85007	
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